



**U.S. AGENCY FOR INTERNATIONAL DEVELOPMENT  
BUREAU FOR DEMOCRACY, CONFLICT, AND HUMANITARIAN ASSISTANCE (DCHA)  
OFFICE OF U.S. FOREIGN DISASTER ASSISTANCE (OFDA)**

***BURUNDI – Complex Emergency***

Situation Report #1, Fiscal Year (FY) 2004

April 1, 2004

*Note: the last situation report was dated September 12, 2003*

**BACKGROUND**

Since 1994, armed conflict in Burundi has claimed 300,000 lives and displaced 1.3 million Burundians. According to the 2004 United Nations (U.N.) Consolidated Appeal, more than 281,000 internally displaced persons currently live in 230 camps inside Burundi. Sporadic attacks continue to temporarily displace 100,000 residents each month. The U.N. Office for the Coordination of Humanitarian Affairs (UN OCHA) estimates that an additional 840,000 Burundians live as refugees, the majority residing in neighboring Tanzania.

Prior to the current power-sharing government, the Tutsi minority, representing only 14 percent of Burundi's 6.8 million people, had maintained political, military, and economic power almost continuously since national independence in 1962. Approximately 85 percent of Burundi's population is Hutu, and 1 percent is Twa (Batwa). The current cycle of violence began in 1993 when members of the Tutsi-dominated army assassinated the first freely elected President, a Hutu. In August 2000, 19 Burundian political parties signed a Peace and Reconciliation Agreement in Arusha, Tanzania, agreeing to, among other things, an ethnically balanced army and legislature and democratic elections after three years of transitional government, which began in November 2001 under the leadership of President Pierre Buyuoya, a Tutsi. In April 2003, Domitien Ndayizeye, a Hutu, assumed the presidency for the second half of the three year transition.

The negotiations leading to the Arusha Peace Accords did not include representatives from the two major armed groups opposed to the Government of Burundi (GOB). To date, the GOB has reached a ceasefire agreement with the National Council for the Defense of Democracy – Forces for the Defense of Democracy (CNDD-FDD), led by Pierre Nkurunziza. However, the other main armed opposition group, the Party for the Liberation of the Hutu People – Forces for National Liberation (PALIPEHUTU-FNL), led by Agathon Rwasa, has not agreed to a cease-fire. The PALIPEHUTU-FNL is a relatively small armed group that operates in the immediate vicinity of Burundi's capital, Bujumbura, as well as in localized areas of Cibitoke, Bubanza, and Bururi provinces. While PALIPEHUTU-FNL continues sporadic attacks, most areas in Burundi have become more secure in recent months, leading to a dramatic increase in refugee repatriation from camps in Tanzania.

| NUMBERS AT A GLANCE                |   | SOURCE                |
|------------------------------------|---|-----------------------|
| Internally Displaced               | Total: 281,628  | UN OCHA – August 2003 |
| Refugees in Burundi                | Total: 38,895 from the DRC                            | UN OCHA – August 2003 |
| Burundi Refugees (Estimate)        | Total: 840,000 (Mostly in Tanzania)                   | UN OCHA – July 2003   |
| Total Refugees Repatriated in 2004 | Total: 26,227 (Facilitated and Spontaneous Returnees) | UN OCHA – March 2004  |

**Total FY 2004 USAID/OFDA Assistance to Burundi (to date) .....\$6,409,725**  
**Total FY 2004 USG Humanitarian Assistance to Burundi (to date).....\$26,878,481**

**CURRENT SITUATION**

***Peace agreements with CNDD-FDD increase stability.***

On November 16, following power-brokering by South African, Ugandan, and Tanzanian facilitators, the GOB and the CNDD-FDD signed a final agreement endorsing political, defense, and security power-sharing at the 20<sup>th</sup> summit of the Great Lakes Regional Peace Initiative on Burundi. On November 23, President Ndayizeye formed a new government that included Ministerial-level representation by the CNDD-FDD. Since November 2003, PALIPEHUTU-FNL and the Burundian Armed Forces (FAB), in some cases in operation with the CNDD-FDD, have engaged in localized fighting, often leading to temporary population displacements.

PALIPEHUTU-FNL has indicated a willingness to engage in limited discussions with GOB officials. In late November 2003, PALIPEHUTU-FNL representatives met for the first time with a GOB delegation in Nairobi, Kenya. In late December 2003, the GOB accused the PALIPEHUTU-FNL of killing the Papal Nuncio to Burundi, but the movement denied any involvement. In January 2004, a high-level delegation of PALIPEHUTU-FNL representatives met with President Ndayizeye in the Netherlands. There were no breakthroughs as a result of these meetings, but it is expected that such discussions will continue in the future.

***AMIB supports the peace process.*** In October 2003, 91 Mozambican troops arrived in Bujumbura, completing the national representation in the African Union's African Mission in Burundi (AMIB) peacekeeping force. AMIB consists of approximately 2,600 troops from Ethiopia, Mozambique, and South Africa. To support the peace process, the U.S. Government (USG) provided \$9.2 million in assistance to the Ethiopian contingent. AMIB's mission is to assist in the disarmament, demobilization, and reintegration (DDR) of opposition forces and provide military observers to disengagement zones. AMIB has provided some limited humanitarian assistance, including the facilitation of the delivery of food and medical supplies by international NGOs, to pre-cantoned, regrouped CNDD-FDD combatants.

In February 2004, a multidisciplinary U.N. team, led by the U.N. Department of Peacekeeping Operations, visited Burundi to evaluate the possibility of a U.N. peacekeeping operation (PKO) replacing AMIB. The U.N. Secretary General has provided the report from that assessment mission to the U.N. Security Council, with the request that a PKO be approved quickly. In the interim, the African Union has authorized a one-month extension of AMIB's mandate that was scheduled to expire on April 2.

***UNICEF and MONUC assist in demobilization.***

On March 24, international media sources reported that, to date, the U.N. Mission to the Congo (MONUC) has assisted 450 ex-combatants and their dependents to repatriate from the Democratic Republic of the Congo (DRC) to Burundi as part of the DRC's DDR program for foreign combatants. An additional 2,635 ex-combatants and their dependents reportedly returned to Burundi spontaneously. The majority of ex-combatants are members of the Ndayikengurikiye and Nkurunziza factions of the CNDD-FDD. According to UN OCHA, Burundi's National DDR Program, with the support of the U.N. Children's Fund (UNICEF), has demobilized 531 child soldiers since the beginning of the DDR process in January 2004. More than 400 child ex-combatants were reunited with their families, with the remaining 131 children staying with NGOs as they await reintegration.

***Fighting continues to increase displacement.***

The overall security situation in Burundi has improved dramatically since September 2003. However, insecurity remains problematic in the western provinces of Bujumbura Rural, Bubanza, Muramvya, and Cibitoke, resulting in the temporary displacement of entire communities and limiting the delivery of humanitarian assistance. Between October and December 2003, apparently in response to the conclusion of the agreement between the GOB and the CNDD-FDD, the PALIPEHUTU-FNL increased attacks in localized areas of Bujumbura Rural Province. During the three month period, nearly 55,000 residents temporarily fled their homes in eastern Isale and Kibuye communes and southern Mutambu Commune as a result of the fighting.

During January and February 2004, sporadic fighting continued in localized parts of Bujumbura Rural Province between the PALIPEHUTU-FNL and combined FAB and CNDD-FDD forces, resulting in further population displacement. In January, an estimated 10,000 residents fled renewed fighting in Isale Commune. In February, an estimated 70,000 residents fled PALIPEHUTU-FNL and GOB clashes in Nyabiraba, Kanyosha, and Muhuta communes. After three weeks of relative calm, fighting resumed on March 16, displacing an estimated 30,000 residents in Kabezi Commune. The U.N. World Food Program (WFP), with support from USAID's Office of Food for Peace (USAID/FFP) has distributed food assistance to those displaced, except in Muhuta Commune, where insecurity has prevented access since February 19. The clashes with the PALIPEHUTU-FNL have moved further south in Bujumbura Rural, away from the capital.

***Challenges to food security continue in northern***

***Burundi.*** Sporadic rainfall, hailstorms, and insecurity continue to threaten food security in northern Burundi. According to a U.N. Food and Agriculture Organization's (FAO) December 2003 assessment, poor rainfall from September to November 2003 resulted in low crop yields from the main harvest, which ended in February 2004. In northeastern Kirundo and Muyinga provinces, low crop yields and the cassava mosaic virus led to crop losses as high as 90 percent. Meanwhile, on March 15, 2004, WFP reported that a food shortage threatens an estimated 6,000 residents in Burundi's northwestern Cibitoke Province. Erratic weather patterns have also undermined food security. Since January 2004, rain storms have destroyed crops and homes in northern Ngozi, Kirundo, and Bubanza provinces and central Mwaro Province. In mid-March 2004, torrential rains displaced an estimated 10,000 people in northwestern Bubanza Province. Residents lack both food for current consumption and seeds to replant during the next growing season.

To mitigate the effects of food insecurity, WFP and FAO, with funding from USAID/OFDA and USAID/FFP, sponsored seed protection campaigns (SPC) during October 2003 and February and March 2004. The seed distributions targeted internally displaced persons (IDPs), returning refugees, female- and elderly-headed households, and farmers whose crops had been looted by armed factions. FAO distributed seeds and tools to more than one million Burundians in October 2003. In response to recent erratic weather, FAO distributed additional seeds to more than 120,000 residents of Kirundo, Muyinga, and Cibitoke provinces. FAO also organized potato seed distributions and supported provincial committees that are working on solutions to the cassava mosaic disease. In partnership with the FAO, WFP provided more than 10,000 MT of seed protection rations to an estimated 277,000 vulnerable farming households during the two campaigns.

***Feeding centers continue to support Burundians.***

Even as fighting continues to limit access, admissions of malnourished children to therapeutic feeding centers (TFCs) and supplementary feeding centers (SFCs) have increased in southern Bujumbura Rural, Makamba, Rutana, and Ruyigi provinces. In northern Kirundo and Muyinga provinces, however, USAID/OFDA's implementing partner the International Medical Corps (IMC) reports that admissions have decreased from 250 cases per TFC in 2001, when malnutrition rates escalated due to increased insecurity and displacement, to 70 cases per TFC in 2004. USAID/OFDA implementing partners IMC, the Civil Volunteers Group (GVC), Concern, and Solidarités support the self-sufficiency of TFCs and SFCs through local training, the provision of medicine, and the eventual integration of activities with Ministry of Health (MOH) facilities.

***GOB, UNICEF, and USAID/OFDA are fighting***

***malaria.*** Malaria is a leading cause of death among Burundians, representing 50 percent of all medical consultations. IDPs who sleep in the open are particularly vulnerable. In October 2003, UNICEF launched a social marketing and communication project for Insecticide-Treated Nets (ITNs) in Bujumbura. The use of ITNs has been shown to significantly reduce malaria morbidity and mortality, particularly among pregnant women and children. The MOH and UNICEF implemented the USAID/OFDA-funded project.

After malaria cases in Burundi proved resistant to Fansidar, the most common treatment, the GOB announced in November 2003 plans to distribute a new combination treatment of Artesunate and Amodiaquine. USAID/OFDA, along with its NGO and U.N. partners, supported the development of the new protocol and is now partially funding a UNICEF distribution of more than 300,000 doses of the new medication.

***A cholera outbreak in Bubanza, Bururi, and Cibitoke.***

Since December 2003, cholera outbreaks have endangered residents in several of Burundi's eastern provinces. Cholera epidemics are endemic to much of Burundi, due to the shortage of clean water and dense populations. In December 2003, health officials in northwestern Cibitoke Province encountered 95 cases of cholera, with Rugombo Commune being the most affected area. In February 2004, unpaid water bills led the state utility company to disconnect the water supply in northwestern Bubanza Province's Gihanga Commune. Local authorities are currently negotiating with the state utility company to prevent a water shortage from leading to a potential cholera outbreak. On March 4, health officials in Rumonge District, southeastern Bururi Province, reported that four deaths have resulted from 93 cases of cholera since January 2004.

***Repatriation of Burundian refugees.*** There are approximately 320,000 Burundian refugees in camps in Tanzania, with an additional 200,000 old caseload

refugees who fled Burundi in 1972. The U.N. High Commissioner for Refugees (UNHCR) estimates that 200,000 to 400,000 Burundian refugees are also integrated into local Tanzanian villages and therefore do not receive relief assistance. Between 2001 and 2003, an estimated 148,000 people repatriated to Burundi either spontaneously or through UNHCR facilitation. Since September 2003, UNHCR has opened new border entry points in northeastern Cankuzo and western Ruyigi provinces to facilitate refugee returns. Of the nearly 26,000 refugees that have repatriated in 2004, more than half have returned via Gisuru in Ruyigi province. Many refugees repatriate spontaneously and forego UNHCR assistance due, in part, to increasing restrictions by the Government of Tanzania on refugee movement outside of designated camps. However, the opening of new border crossings has significantly reduced spontaneous returns.

If the situation in Burundi continues to stabilize, the greatest challenge in the coming months may be to prepare for the large-scale return of refugees. UNHCR is projecting that 150,000-175,000 refugees will return in 2004. UNHCR facilitated returns may increase to 15,000 per month when a fourth border crossing is opened in Makamba Province in April 2004. This increase in returning refugees has further strained food security in areas with high levels of displacement. In order to promote co-habitation between new returnees and IDPs, UNHCR announced that 15,000 households in refugee return areas will receive shelter assistance. However, according to USAID/OFDA field reports, this represents only 26 percent of the total IDP population in Burundi.

***USG HUMANITARIAN ASSISTANCE***

On October 1, 2003, U.S. Ambassador James H. Yellin redeclared a disaster in Burundi due to the continuing conflict and insecure humanitarian situation. USAID/OFDA's FY 2004 program is focused on emergency response in the sectors of nutrition, emergency health, food security, and water and sanitation, while strengthening the local capacity of early warning and crisis management structures to respond rapidly to and mitigate new crises. To date in FY 2004, USAID/OFDA has provided more than \$6 million in emergency relief assistance through three NGOs and five U.N. agencies. USAID/OFDA's Emergency Disaster Response Coordinator (EDRC) in Bujumbura continues to monitor USAID/OFDA-funded programs and assess the overall humanitarian situation.

USAID/FFP is supporting WFP's Regional Protracted Relief and Recovery Operation (PRRO), which targets more than 1.1 million vulnerable Burundians. WFP aims to maintain and improve the nutritional status of refugees, IDPs, returnees, and other vulnerable populations while promoting the recovery and rehabilitation of livelihoods at the community and household level. To date in FY 2004, USAID/FFP has given an estimated 33,400 MT of P.L. 480 Title II emergency food assistance, valued at \$17.1 million.

USAID's Office of Transition Initiatives (USAID/OTI), has launched a new program to help promote community-based reintegration in response to peace process advances. USAID/OTI, through its new implementing partners PADCO, the Woodrow Wilson International Center for Scholars (WWICS), and the local NGO African Strategic Impact (ASI), has provided \$3.3 million to date. USAID/OTI's programs include community-based leadership training, vocational skills training, small-scale infrastructure rehabilitation, and media programming.

To date in FY 2004, the U.S. Department of State's Bureau for Population, Refugees, and Migration (State/PRM) has provided \$82.3 million in unearmarked funding to UNHCR and the International Committee of the Red Cross (ICRC) to support Africa programs, including those in Burundi. In addition, State/PRM funds a multi-million dollar program for care and maintenance of Burundian refugees in Tanzania and the DRC.

**U.S. GOVERNMENT HUMANITARIAN ASSISTANCE TO BURUNDI**

| <i>Implementing Partner</i>  | <i>Activity</i>  | <i>Location</i>                                | <i>Amount</i>       |
|--|--|--|---------------------|
| <b>FY 2004 (To Date)</b>   |  |  |                     |
| <b>USAID/OFDA ASSISTANCE<sup>1</sup></b>                               |  |  |                     |
| CONCERN  | Nutrition, Food Security                                 | Bujumbura Rural, Bururi                        | \$254,182           |
| IMC  | Health, Nutrition  | Muyinga, Rutana, Kirundo, Muramvya             | \$786,070           |
| IRC  | Water and Sanitation                                     | Makamba, Bujumbura Rural,<br>Bujumbura- Mairie | \$999,843           |
| UN OCHA  | Coordination   | Countrywide                                    | \$550,000           |
| UNFAO  | Coordination, Food Security                              | Countrywide                                    | \$500,000           |
| UNICEF   | Health, Water and Sanitation                             | Countrywide                                    | \$1,400,000         |
| WFP  | Humanitarian Air Transport                               | Countrywide                                    | \$1,247,630         |
| WHO  | Coordination, Health                                     | Countrywide                                    | \$200,000           |
| Administrative   | Administrative Support                                   | Bujumbura, Nairobi                             | \$472,000           |
| <b>TOTAL USAID/OFDA .....</b>  |  |  | <b>\$6,409,725</b>  |
| <b>USAID/FFP ASSISTANCE</b>  |  |  |                     |
| WFP  | 33,400 MT P.L. 480 Title II<br>Emergency Food Assistance | Countrywide                                    | \$17,100,000        |
| <b>TOTAL USAID/FFP .....</b>   |  |  | <b>\$17,100,000</b> |
| <b>USAID/OTI ASSISTANCE</b>  |  |  |                     |
| PADCO, WWICIS,<br>ASI, Administrative                                  | Community-based reintegration                            | Countrywide                                    | \$3,368,756         |
| <b>TOTAL USAID/OTI .....</b>   |  |  | <b>\$3,368,756</b>  |
| <b>TOTAL USAID HUMANITARIAN ASSISTANCE TO BURUNDI IN FY 2004 .....</b> |  |  | <b>\$26,878,481</b> |
| <b>TOTAL USG HUMANITARIAN ASSISTANCE TO BURUNDI IN FY 2004 .....</b>   |  |  | <b>\$26,878,481</b> |

<sup>1</sup> USAID/OFDA funding represents committed and/or obligated amount as of April 1, 2004.



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USAID/OFDA bulletins appear on the USAID web site at [http://www.usaid.gov/our\\_work/humanitarian\\_assistance/disaster\\_assistance/](http://www.usaid.gov/our_work/humanitarian_assistance/disaster_assistance/).